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ABSTRACT

This is the summary report of a study conducted to measure the impact of the cutbacks necessitated by Proposition 13 on the availability and quality of vocational education in California, recommend reforms in the priority-setting process for vocational education given reduced levels of support, and recommend changes in regulations and/or legislation to mitigate any negative effects which occurred. Data were collected from a questionnaire survey directed at all of California's public deliverers of vocational education, site visits to a random sample of thirteen institutions throughout the state, telephone interviews with a random sample of twenty-six institutions throughout the state, and telephone contacts with the Employment Development Department and the State Comprehensive Employment and Training Administration (CETA) office. Findings include the following: responding institutions reported decreases in vocational education budgets of 9% from fiscal year 1977-78 to fiscal year 1978-79; the decreases in vocational education enrollments between the fall of 1977 and the fall of 1978 was 6%; twenty-five percent of responding institutions reported that they had eliminated selected vocational education programs as a result of Proposition 13; and sixty-seven percent of the respondents anticipated a still further reduction of income for fiscal year 1979-80. Recommendations include the following: a stable, dependable, and equitable funding base be developed for vocational education; application and reporting procedures for Vocational Education Act (VEA) funds be simplified; and districts develop contingency plans for "status quo" funding, increased revenues or decreased income in advance of legislative action. (A fuller, more technical report of this study is also available--see note.) (JH)

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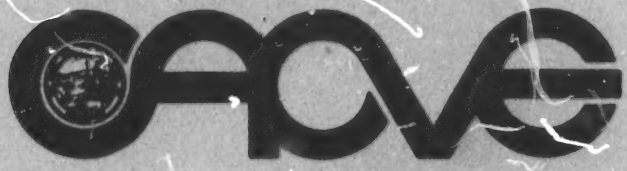

CALIFORNIA ADVISORY COUNCIL ON VOCATIONAL EDUCATION

SUMMARY REPORT

A STUDY OF THE IMPACT OF PROPOSITION 13

ON

VOCATIONAL EDUCATION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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I. INTRODUCTION

On June 6, 1978, voters in the State of California approved an initiative measure entitled Proposition 13. Since the effect of this measure was to curtail the property tax revenues available to local education agencies, the California Advisory Council on Vocational Education anticipated that Proposition 13 would have a significant impact on vocational education in the State.

The purpose of this study was threefold:

1. To measure the impact of the cutbacks necessitated by Proposition 13 on the availability and quality of vocational education in California.
2. To recommend reforms in the priority-setting process for vocational education given reduced levels of support.
3. To recommend changes in regulations and/or legislation to mitigate any negative effects which occurred.

In order to achieve these goals, the study addressed the following questions:

* Was vocational education affected by the decrease in education budgets?
* What effect did a decrease in funds have on the availability of vocational education programs and on program enrollments?
* What effect did a decrease in funds have on the quality of vocational education programs?
* To what extent were criteria employed in making decisions regarding any vocational education program curtailments, and what was the nature of these criteria?
* What effect did a decrease in funds have on the relationship between labor market supply and demand in California?

* Are there changes in the vocational education priority-setting process which would facilitate the transition to reduced level of support?
* Are there models for effecting necessary cutbacks with a minimum of disruption to vocational education programming?
* Are there changes in regulations or legislation which would mitigate any negative effects of Proposition 13 on vocational education?

These questions were addressed by testing a series of six hypotheses concerning the probable effects of Proposition 13 on vocational education. The findings were then used by the California Advisory Council on Vocational Education to recommend those changes necessary to ensure that the State's vocational education programs would experience a minimal adverse impact in coming years.

The information presented in this report was gathered during what the Council believes to be an unusual and uncertain time period. Proposition 13 had been in existence only slightly over six months when the study data were analyzed, and the State had taken two significant actions to blunt the initiative's impact. In the first place, the Legislature had "bailed out" local governments on a one-year basis by awarding them approximately $4.2 billion from the General Fund, of which over $2 billion was granted to school districts. Secondly, local education agencies had been required to incorporate the bulk of their reserves into current year operating budgets, which tended to mask any losses in income.

In the opinion of the Council, these State-level actions in combination with the recency of Proposition 13 make it highly probable that the full impact of the measure has yet to be felt or noted. Recognizing this possibility at the time it undertook the study, the Council determined to develop baseline data and preliminary information on Proposition 13's impact with which subsequent occurrences could be compared. The reader is, therefore, requested to treat the

findings reported here as applicable only to fiscal year 1978-79. Prospects for the 1979-80 fiscal year are not yet clear, but the Council anticipates that curtailments will be even more severe, and that they merit further study.

II. HIGHLIGHTS OF MAJOR FINDINGS

The findings of this study derive from three sources: questionnaire survey returns, site visits and telephone interviews. Because the latter two approaches to data collection did not involve any statistically based percentages of the total population, the responses have been treated as "indicators" which merit further investigation rather than as numerical "findings." In the sections which follow, these "indicators" have been marked (I); findings which represent responses to the questionnaire have been labelled (Q).

FISCAL IMPACT OF PROPOSITION 13

* Responding institutions reported overall decreases in total budgets from fiscal year 1977-78 to fiscal year 1978-79 of 7%. The corresponding figure for vocational education[1] budgets was 9%. (Q)

* The largest budget decreases were reported by responding adult education programs,[2] which experienced overall reduction of 31% in total budgets and 16% in vocational education budgets. (Q)

* Responding ROP/Cs reported budget decreases of 20%. Excluding ROP/Cs, for which total budgets and vocational education budgets are the same, vocational education budgets decreased less at every level[3] than total budgets. (Q)

CHANGES IN ENROLLMENTS

* Responding institutions reported overall decreases in total enrollments between the Fall of 1977 and the Fall of 1978 of 10%. The corresponding figure for vocational education enrollments was 6%. (Q)

* The largest enrollment decreases were reported by responding adult education programs which experienced overall declines of 41% in total and 28% in vocational education enrollments. (Q)

* Ethnic minority enrollment decreases in respondents' vocational education programs were greater (7%) than overall vocational education enrollment decreases. Enrollments of special needs populations decreased less: 6% among handicapped students; 2% among disadvantaged students; and .03% among students enrolled in non-traditional occupations. (Q)

PROGRAMMATIC IMPACT OF PROPOSITION 13

* Overall, 64% of respondents eliminated summer session as a result of Proposition 13. (Q)
* The community college level was the only level at which a minority of respondents (27%) reported eliminating summer session.[4] (Q)
* A quarter of responding institutions reported that they had eliminated selected vocational education programs as a result of Proposition 13. (Q)
* Overall, 42% of responding institutions reported that they had eliminated vocational education classes or sections as a result of Proposition 13. (Q)
* Responding institutions curtailed 279 and eliminated 34 special or supportive programs and services as a result of Proposition 13. Career information services were most frequently cut (20% of respondents curtailed them and 4% eliminated them), followed by vocational and career guidance (23% and 1%), placement (17% and 1%) and work experience (12% and 1%). (Q)
* In general, students have not noticed a decrease in the special and supportive services provided to them. The exception to this is the activities of vocational student organizations.
* A total of 284 personnel transactions took place among responding institutions as a result of Proposition 13. The largest percentage of these transactions (35%) involved the elimination of instructional staff. (Q)
* Somewhat over a third (37%) of respondents reported that they had dropped local Board-approved plans to expand in one or more vocational program areas as a result of Proposition 13. In all, respondents listed a total of 84 plans for expansion, addi-

tions or upgrading which had been dropped. The largest percentage of these plans (27%) involved the addition or expansion of instructional programs. (Q)

* Approximately one-quarter (27%) of responding institutions adopted new fees in vocational courses and programs as a result of Proposition 13. (Q)
* Indications are that morale is at an all-time low among teachers. Contributing factors include a sense of rejection by the public, the lack of salary increases, the elimination of summer session income and intra-institutional conflicts caused by the need to cutback. (I)
* In some institutions, students have sensed the morale problems facing teachers. Discipline problems have been noted where there were none before, and students have expressed anger and resentment about the changes in their programs, the absence of supplies and added tasks they have been required to perform. (I)

PLANNING FOR PROPOSITION 13

* Criteria used in curtailing vocational education programs were reported by approximately a third of respondents. The three most frequently listed criteria were student enrollment or demand (38% of those providing criteria), personnel considerations (24%) and cost factors (23%). (Q)
* Planning involving only administrative staff was employed by exactly half of the responding institutions. Planning involving participation below the administrative level was utilized by a third of respondents. (Q)
* Morale appears to have been least affected in institutions which involved all staff in the post-Proposition 13 planning process and which honored staff's suggestions. A model which appears to have worked particularly well was asking each department where it could cut rather than adopting across-the-board cuts (e.g., all field trips; 20% of supplies). Teachers expressed the opinion that what one program could do without might be essential to another, and vice versa. (I)

PLANNING FOR THE FUTURE

* Slightly over two-thirds of respondents (67%) replied that they anticipated a still further reduction in income for fiscal year 1979-80; only 17% reported that they did not anticipate such a reduction. (Q)
* Over two-thirds (70%) of respondents indicated that they were planning for the possibility of a further income reduction, regardless of whether or not they anticipated one. (Q)
* Many respondents are looking to Sacramento for guidance and legislation before they begin planning for next year. This absence of contingency planning exists despite the fact that numerous complaints were voiced concerning the late, rushed and chaotic nature of this year's planning. (Q & I)

III. RECOMMENDATIONS

The recommendations which follow represent the response of the California Advisory Council on Vocational Education to the study findings. The concerns covered in these recommendations reflect both the data developed during the course of the study and the philosophy of the Council with respect to the ways in which the negative effects of Proposition 13 on the State's vocational education programs can be minimized. Three categories of recommendations are presented: recommendations for legislative action; recommendations for administrative action; and recommendations to assist local education agencies in planning for reduced levels of support. The page numbers following each recommendation refer to those sections of the TECHNICAL REPORT of the study[5] which present the supporting data and findings.

RECOMMENDATIONS FOR LEGISLATIVE ACTION

1. That a stable, dependable and equitable funding base be developed for vocational education. (Pages 18-32; 57-84; 97-111; 125-132)

   Strategies for Implementation

   - State commitment to providing vocational education for all students desiring it on a cost-related basis.

     Rationale: Vocational education is generally more costly to the institutions providing it than other types of education. In the absence of a State commitment to this excess cost, offering vocational education programs may become less attractive to institutions experiencing decreases in income.

   - Development of a State fund for the maintenance of quality in vocational education programs, including the replacement or upgrading of equipment and supplies and the updating of instructor competencies.

Rationale: Under the financial constraints imposed by Proposition 13, supplies, equipment and travel, and conference budgets were among the first to be curtailed. These cutbacks have had a particularly negative effect on vocational education programs, which depend upon their ability to update expendable supplies, capital equipment and instructor knowledge in order to relate programs to local labor markets, to prepare students for existing jobs and to keep pace with rapidly changing technology.

- State assumption of State- and federally-mandated funding requirements for vocational education programs designed to serve special needs populations; General Fund contribution of the required local excess cost/matching funds for VEA programs for the disadvantaged and handicapped.

  Rationale: Proposition 13 has substantially decreased the availability of resources to meet the excess cost/matching requirements for handicapped and disadvantaged programs. Without State assistance, many respondents have commented that they may be forced to return VEA funds. As a result, the special needs populations for which they were intended may not be served.

- Full examination should be made and consideration given to amending the Hart legislation regarding basic high school graduation competencies to include the demonstration of a job readiness skill as a prerequisite for graduation.

  Rationale: The increase in graduation requirements at the secondary level has left students with less time for "elective subjects," which include vocational education, work experience and other activities which enable students to develop job readiness skills. Moreover, the services most frequently curtailed or eliminated as a result of Proposition 13 were career information services and vocational and career guidance.

The opportunity to select an occupation and to prepare for work is much a "basic" as reading, writing or computation. The school curriculum should provide each student with skills they will be able to use in the career or occupation of their choice. However, curriculum is usually not viewed in terms of job readiness skills, but rather in terms of subject matter. This recommendation would give consideration to according job readiness skills the same mandated status as other basic skills.

2. That the Legislature make a concerted effort to advise local education agencies of their 1979-80 funding levels during the Spring of 1979. (Pages 45-57; 85-88; 94-95; 103; 130-132)

   Rationale: Lack of knowledge about 1979-80 income has prevented comprehensive planning at the local level as institutions "wait for Sacramento" to make funding decisions. The absence of a decision about 1978-79 funding until the Summer of 1978 created tension, confusion and programmatic chaos in local districts and precluded broad-scale participation in the planning process. These factors, in combination with pessimism and uncertainty about 1979-80 funding, have led to serious morale problems among educators. Programs and students have been affected by this decline in morale.

3. That the Legislature direct the State Board of Education, the Board of Governors of the California Community Colleges, the Superintendent of Public Instruction and the Chancellor of the California Community Colleges to develop timetables for the allocation of all federal vocational education funds which coincide with local districts' budget processes. (Page 103)

   Rationale: Effective utilization of funds requires adequate lead time for planning. When allocations are not known during the local budget development process, planning is frequently either haphazard or nonexistent.

RECOMMENDATIONS FOR ADMINISTRATIVE ACTION

4. That the application and reporting procedures for VEA funds be simplified.[6] (Pages 104; 107; 109; 111)

   Rationale: The reductions in vocational education staff at the local level resulting from Proposition 13 have decreased local education agencies' ability to complete complex and lengthy application and report forms. In addition, decreases in vocational education staff at both the State and local levels have contributed to an increasing "leadership vacuum" in vocational education. A simplification of application and reporting procedures would free staff time for instruction, program improvement and programmatic leadership at both the State and local levels.

Strategies for Implementation:

- Limit applications to a letter of assurance including proposed budgets and expenditure plans.

- Limit reports to only those data necessary to ensure fiscal accountability and program effectiveness as determined by representatives of the State Department of Education, the Community Colleges Chancellor's Office and representatives of local education agencies.

- Set aside VEA funds designated for State administration to reimburse local education agencies for the cost involved in preparing required reports.

RECOMMENDATIONS TO ASSIST LOCAL DISTRICTS IN PLANNING FOR REDUCED LEVELS OF SUPPORT

5. That districts develop contingency plans for "status quo" funding, increased revenues or decreased income in advance of legislative action. (Pages 130-131)

Rationale: Districts which under took contingency planning in advance of Proposition 13's passage reported markedly less confusion and chaos once the initiative had passed. In addition, districts which began planning in the spring were able to involve staff which would not have been present during the summer; districts which began planning after the Legislature had acted were not able to do so. This in turn led some staff to believe that they had been deliberately excluded, thus further contributing to morale problems.

6. That a balanced representation of all district personnel be actively involved in the planning process. (Pages 55-56; 93; 130-131)

Rationale: Although the changes which occurred at the local level as a result of Proposition 13 do not appear to have differed significantly with respect to involvement in the planning process, morale was substantially higher in institutions which encouraged broad-based participation in planning necessary cutbacks.

7. That districts curtail expenditures within programs on a program-by-program basis rather than on an arbitrary "across-the-board" basis. (Pages 130-131)

Rationale: Expenditure categories which are deemed essential to instruction vary from program to program. For example, one program may depend heavily on field trips but have minimal supply needs, while another might require major supply expenditures but have little need for field trips. The highest level of post-Proposition 13 morale was found in an institution which made cutbacks based on individual programs' decisions as to where they could afford to do without. Instructors in other institutions complained frequently about the fact that curtailments had been decided upon "for the district as a whole" rather than selectively within programs.

IV. METHODOLOGY

Four strategies were utilized in gathering the data necessary for testing the study hypotheses. Each one of these approaches to data collection was treated as an independent entity, and the findings constitute separate parts of the final report. The four strategies were as follows:

* Questionnaire survey. In order to obtain baseline data, information on planning processes and criteria, a statewide perspective on the programmatic impacts of Proposition 13 and maximum field input concerning potential legislative recommendations, a questionnaire survey was directed to a 100% sample of California's public deliverers of vocational education. These included 374 districts maintaining secondary schools, 70 community college districts, 64 Regional Occupational Programs and Centers (ROP/Cs) and 184 adult education programs in 125 districts, for a total survey population of 692.

* Site Visits. Site visits were conducted to a random stratified sample of 13 institutions throughout the State of California for three purposes:

  1. To validate the questionnaire portion of the study by determining the compatibility of selected "hard data" sources and by exploring any differences between the experiences of respondents and non-respondents.[7]

  2. To develop a more in-depth understanding of the changes which had resulted from Proposition 13.

  3. To ascertain how various groups perceived the effects of Proposition 13 and the degree to which there was intra-institutional agreement regarding these impacts.

* Telephone interviews. Telephone interviews were conducted with those directly responsible for vocational education in a random stratified sample of 26 institutions throughout the State. These interviews had the following two purposes:

  1. To validate portions of the survey instrument by determining the compatibility of data sources for selected "hard data" questions.[7]

  2. To develop a more in-depth understanding of the changes which resulted from Proposition 13.

* Contacts with other agencies: Data on post-Proposition 13 shifts in California's unemployment patterns, labor market supply and demand and CETA employment and training opportunities were obtained via telephone contacts with the Employment Development Department and the State CETA Office.

The sections which follow summarize the findings from each of these four data collection strategies. Section V covers the questionnaire survey, Section VI includes the information gathered from site visits, telephone interviews and one open-ended survey question and Section VII reports the data provided by other agencies.

V. QUESTIONNAIRE SURVEY FINDINGS

INTRODUCTION

The survey instrument used in conducting the questionnaire portion of this study contained 28 questions and a total of 76 sub-questions. These questions were grouped into six categories: Baseline Data (three questions); Planning Processes (five questions); Outcomes (ten questions); Planning for the Future (four questions); Recommendations (three questions); and Respondent Information (three questions). Beginning with Respondent Information, the sections which follow summarize the survey results in each of these six major categories.

RESPONDENT INFORMATION

* Questionnaire respondents represented a third (33%) of those to whom the survey instrument was sent; when other responses are included, the rate of return increases to 37%.
* Overall, almost half of the respondents indicated that their institutions were in rural areas. Among secondary districts, rural respondents were in the majority.
* A majority of respondents at all four levels represented equalization aid institutions.

BASELINE DATA

* Responding institutions reported overall budget decreases from fiscal year 1977-78 to fiscal year 1978-79 of 7%.
* Budget decreases were reported by three-quarters of those providing figures.
* Budget changes ranged from a high of +49% (ROP/C) to a low of -74% (adult).
* Decreases were most frequently reported by adult education programs (97%). A third of these programs reported decreases of 50% or more, which only one other institution (a rural ROP/C) did.

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* Responding institutions reported overall decreases in vocational education budgets from fiscal year 1977-78 to fiscal year 1978-79 of 9%.
* Excluding ROP/Cs (for which total budgets and vocational education budgets are the same), vocational education budgets decreased less than total budgets at every level.
* Vocational education budget decreases were reported by 57% of those providing figures.
* Decreases in vocational education budgets were reported most frequently by ROP/Cs (75%) and adult education programs (54%). The net decrease was highest among ROP/Cs (-20%).
* Vocational education budget changes ranged from a high of +119% to a low of -83% (both secondary).

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* Responding institutions reported overall enrollment decreases between the Fall of 1977 and the Fall of 1978 of 10%, or 120,470 students.
* Overall decreases were greatest among adult schools (-41%).
* Enrollment decreases were reported by 65% of those providing figures.
* Decreases were most frequently reported by adult schools (95%).

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* Responding institutions reported overall vocational education enrollment decreases between the Fall of 1977 and the Fall of 1978 of 6%, or 25,290 students.
* Responding institutions reported vocational education enrollment decreases of 7% among ethnic minority students, 6% among handicapped students, 2% among disadvantaged students, and -.03% among students enrolled in non-traditional occupations between the Fall of 1977 and the Fall of 1978.
* Vocational education enrollment decreases far exceeding the overall figures were reported by adult schools: -28% total; -23% ethnic minority; -19% handicapped; -24% disadvantaged and -17% non-traditional.

* Changes in vocational education enrollments ranged from a high of +1066% (adult-disadvantaged) to a low of -100% (adult - total; secondary - handicapped; adult - non-traditional; et al.).

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* Thirty-seven percent of respondents indicated that they had returned or released 1977-78 VEA funds.
* Returning or releasing VEA funds was most frequently reported by secondary districts (49%) and least frequently reported by adult education programs (3%).
* Almost two-thirds of adult program respondents (63% indicated that VEA funds were "not applicable" to their institutions.

PLANNING PROCESSES

* Almost half (47%) of respondents reported that their institutions began planning for possible cutbacks under Proposition 13 between March and May.
* A third of respondents reported that they did not begin planning until June or later.

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* The most prevalent "model" of planning was to involve a variety of administrators, the superintendent and the board.
* Planning models involving only administrative staff were employed by exactly half of the responding institutions.
* Planning models involving participation below the administrative level were utilized by a third of respondents.

***

* Criteria used in curtailing vocational education programs or services were reported by approximately a third of respondents (35%). Nineteen percent noted in this regard that they had made no cuts.
* The three most frequently listed criteria were student enrollment or demand (38% of those providing criteria), personnel considerations (24%) and cost factors (23%).

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* Almost all respondents (90%) reported that they had access to labor market information for use in planning and assessing vocational education programs.

* Whether or not they had access to labor market information, only 20% used it in planning post-Proposition 13 cutbacks.
* Almost half (44%) of those who did not use labor market information in planning did not explain this response. The most frequent reasons cited by the other "no" respondents were that no program cuts had been made (29%) or that other criteria had taken precedence (12%).

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* Comments on planning processes were made by over a third of respondents (35%). Most of these comments were of a "miscellaneous" nature. Among the remainder, commendations of the institution's planning process and criticisms thereof were the most prevalent.

OUTCOMES

* Overall, 64% of respondents eliminated summer session as a result of Proposition 13.
* The community college level was the only level at which a minority of respondents (27%) reported eliminating summer session.
* At all other levels, "yes" responses ranged from two-thirds to three-quarters of the total, with adult programs being most likely to have eliminated summer session.

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* Overall, a quarter of the responding institutions reported that they had eliminated selected vocational education programs as a result of Proposition 13.
* The elimination of total programs (as opposed to classes or sections within programs) was most frequent among ROP/Cs (58%) and least frequent among community college districts (15%).

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* Overall, 42% of the responding institutions reported that they had eliminated vocational education classes or sections as a result of Proposition 13.
* Among community college districts, the rate of eliminating sections was 71%; the lowest rate appeared among secondary districts (36%).

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* In all, respondents curtailed 279 and eliminated 34 special or supportive programs or services as a result of Proposition 13.
* Almost half (42%) of these curtailments or eliminations occurred at the secondary level.
* The most frequent rate of cutting a particular program was reported by ROP/Cs, 31% of which curtailed and 8% of which eliminated career information services.
* Least likely to have curtailed or eliminated such a program or service were secondary districts; the most frequently cut was vocational and career guidance, which 21% of these districts curtailed and 1% eliminated.
* Overall, career information services were most frequently cut (20% of respondents curtailed them and 4% eliminated them), followed by vocational and career guidance (23% and 1%), placement (17% and 1%) and work experience (12% and 1%).

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* In all, a total of 284 personnel changes took place among responding institutions because of Proposition 13.
* The largest percentage of these transactions (35%) involved the elimination of instructional staff.
* The second most frequent personnel change was the elimination of support staff, and the third most frequent was the elimination of administrative staff.

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* Somewhat over a third (37%) of respondents reported that they had dropped local Board-approved plans to expand in one or more vocational program areas as a result of Proposition 13.
* Over two-thirds of responding ROP/Cs dropped expansion plans, while only 29% of responding secondary districts did so.
* Overall, respondents listed a total of 84 plans for expansion, additions or upgrading which had been dropped due to Proposition 13.
* The largest percentage of these plans (27%) involved the addition or expansion of instructional programs.

* In the second rank was the purchase, replacement or upgrading of equipment (26%), followed by the construction or acquisition of buildings and facilities (21%).

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* Overall, less than a fifth of respondents replied that they anticipated returning or releasing 1978-79 VEA funds due to the unavailability of matching funds.
* Only 6% of respondents reported that they anticipated returning or releasing 1978-79 VEA funds due to other constraints imposed by Proposition 13.
* In general, community college districts were the least likely to anticipate returning or releasing VEA funds because of Proposition 13, while secondary districts were the most likely.

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* Approximately one-quarter (27%) of responding institutions adopted new fees in vocational courses and programs because of Proposition 13.
* Fees in vocational education programs were most frequently adopted by adult programs (56%) and least frequently adopted by secondary districts (16%).
* The precise fees being charged were often not itemized by respondents. Among those who did report actual fees, charges ranged from $5 per student at the secondary level to $2 per student per hour "tuition" at the adult level.

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* Only 23 respondents (10%) reported adding or eliminating a formal program or project in 1978-79 to reduce sex bias and sex stereotyping in vocational education.
* Of those who eliminated such programs (7 respondents), 71% reported that this action was due to Proposition 13.

PLANNING FOR THE FUTURE

* Slightly over two-thirds of respondents (67%) replied that they anticipated a still further reduction in income for fiscal year 1979-80; only 17% reported that they did <u>not</u> anticipate such a reduction.

* Secondary district respondents most frequently reported that they expected a further income reduction (76%), while adult education program respondents were the least likely to anticipate such a reduction (46%).

***

* Over two-thirds (70%) of respondents indicated that they were planning for the possibility of a further income reduction, regardless of whether or not they anticipated one.
* Contingency planning was most prevalent among responding community college districts (88%) and least prevalent among adult program respondents (49%).
* The largest group of respondents (28%) reported that their institutions had begun planning in September or October; the most frequent single month was September (20%).

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* Precisely one-quarter of respondents indicated that one or more changes had been made in their planning processes.
* Changes in planning processes were most frequently reported by responding community college districts (32%) and least frequently by responding secondary districts (23%).
* Overall, 73% of those who reported changes in their institutions' planning processes described what those changes had been.
* The largest group of changes (33%) involved broadening the base of participation and input. The only other sizeable group which involved changes in processes rather than in personnel focused on the development of a method for establishing priorities.

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* All but one of the marginal comments regarding planning and almost half (49%) of the reasons given by respondents for not planning at this juncture noted that responding institutions were looking toward Sacramento for "answers" or for "more information" before doing so.

RECOMMENDATION AREAS AND PROPOSED RECOMMENDATIONS

* Of the five recommendation areas listed on the survey instrument, "Financing of Vocational Education" was most frequently

ranked #1 by respondents, while "Title V Rules and Regulations" and "Planning for Re-Direction in Vocational Education" shared equal numbers of #5 rankings.

* "Financing of Vocational Education" was ranked #1 by 71% of those responding and #1 or #2 by 82% of respondents.
* The lowest rate of #1 and #2 ranks was accorded to "Title V Rules and Regulations."
* "Financing of Vocational Education" was most frequently ranked #1 at all four levels. The #5 rank varied from level to level and encompassed all but one of the remaining recommendation areas.

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* Specific recommendations proposed by respondents totalled 260 and were suggested by 181 institutions (80%).
* Recommendations were most frequently proposed by ROP/Cs (97%) and least frequently suggested by adult education programs (54%).
* At all levels, recommendations concerning the financing of vocational education were proposed most frequently.
* Other sizeable categories included "Paperwork" (although this had not been inquired about), "Rules, Regulations and Local Control", "Administration of Vocational Education" and "The Role of Vocational Education".

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VI. SITE VISITS AND TELEPHONE CALLS:

INDICATORS AND INSTANCES

INTRODUCTION

Site visits or telephone calls were made to a total of 39 deliverers of vocational educatio throughout the State of California during the course of this study. The geographical distribution of these institutions is portrayed on the map on page 24.

Site visits were conducted for three purposes:

1. To validate the questionnaire portion of the study by determining the compatibility of selected "hard data" sources and by exploring any differences between the experiences of respondents and non-respondents.[8]
2. To develop a more in-depth understanding of the changes which had resulted from Proposition 13.
3. To ascertain how various groups perceived the effects of Proposition 13 and the degree to which there was intra-institutional agreement regarding these impacts.

The purpose of the telephone calls was twofold:

1. To validate portions of the survey instrument by determining the compatibility of data sources for selected "hard data" questions.[8]
2. To develop a more in-depth understanding of the changes which resulted from Proposition 13.

DISTRIBUTION OF SITE VISIT AND TELEPHONE INTERVIEW LOCATIONS

During each site visit, an attempt was made to interview the president of the local board of education or his/her designee, the district superintendent, the dean, director or coordinator of vocational education, a group of vocational education teachers and a group of vocational education students. Telephone interviews were conducted with the person directly responsible for the site's vocational education programs. In all, these field contacts involved conversations with a total of six board members, 52 administrators, 57 teachers and 45 students.

Since the total number of site visits and telephone calls was selected on the basis of time available rather than via any statistical process, no attempt has been made in analyzing the resulting data to tabulate or calculate any numerical "findings." Rather, these responses have been treated as "indicators" or "instances" which merit further investigation or consideration and are thus presented in narrative style in the sections which follow.

COMPATIBILITY AMONG DATA SOURCES

* In general, the same or similar sources were used in reporting total budgets, total enrollments, numbers of programs or sections eliminated and personnel transactions.
* Data regarding vocational education budgets and enrollments derived from a variety of sources and should thus be treated as rough approximations only.
* Definitions utilized in reporting "full-time" and "part-time" personnel transactions were similar both for teachers and for administrators but varied greatly with respect to support staff (e.g., aides, clerical staff and counselors). For this reason, and because the request to enumerate personnel transactions in this manner evoked a variety of interpretations, the responses to this question were only tabulated with respect to total numbers.

CHANGES WHICH RESULTED FROM PROPOSITION 13

The statements which follow represent a variety of changes and other situations which resulted from Proposition 13 in various districts throughout the State. They derive from three sources: site visits; telephone interviews; and "additional" comments on returned questionnaires. None of them represent universal experiences, nor does any occurrence have a percentage attached to it, although each one represents more than one instance unless otherwise noted. Rather, they are presented in the subsections which follow in order both to provide a better sense of the range of Proposition 13's impacts and to suggest areas which merit further investigation.

General Indicators

* Proposition 13 was but one of many factors which contributed to changes in California's vocational education programs. Others included declining or increasing enrollments, institutional or community support for vocational education, and the "back to basics" trend with its accompanying stiffening of graduation requirements at the secondary level.
* In some cases, Proposition 13 combined with other factors to aggravate already unpleasant situations. An example of this is a secondary district which was planning to go to double sessions due to overcrowding. The original proposal was to bus students by grade level, i.e., grades 9 and 10 in the morning and grades 11 and 12 in the afternoon. In order to save money after Proposition 13 passed (approximately 60% of its total dollar loss), the district decided to bus geographically instead, because the area was large (over 1,300 square miles). This resulted in the elimination of advanced vocational education classes, because insufficient numbers of juniors and seniors were present during either session. This in turn prevented senior vocational agriculture students (one of whom was a regional FFA officer) from joining FFA unless they took independent study; they had already taken the introductory courses yet had to be enrolled in a vocational agriculture class in order to belong to the organization. As a result, membership in the local FFA chapter dropped 50% among advanced students.

* A few respondents indicated that Proposition 13 had been a positive force, because it forced them to take a more critical look at what their institutions were offering and why. Even these respondents, however, tended to be of the opinion that further decreases in income would be detrimental.
* Some outcomes attributed to Proposition 13 were perceived by those involved to have been caused by other factors. The outcomes most frequently mentioned in this context were personnel transactions. Considerable sentiment was expressed in some districts that changes were blamed on Proposition 13 which institutions had hoped to make regardless.
* A frequently mentioned concern was that a "leadership vacuum" is developing in vocational education. This concern derives both from the loss of vocational education administrators at the local level due to Proposition 13 and from the elimination of State staff in the Department of Education and the Chancellor's Office of the Community Colleges.

Indicators at a Particular Level

* The variability in ROP experiences was caused in part by the manner in which adult enrollments were "negotiated." In a few areas, adults are being served as previously; in others, adults are being discouraged or programs primarily enrolling adults have been dropped; in still others, adult fees have been added. Some of these fees have hindered adult enrollment.
* The addition of fees in adult programs caused a substantial enrollment decline in several adult schools. In some cases, fees were added to "protected" programs as well as to vocational classes.
* The fate of adult education programs and ROP/Cs varied depending upon the degree to which districts wished to retain funds for the K-12 program. There was widespread opinion that as funds became scarcer, fewer and fewer dollars would be diverted away from the "regular" K-12 program to adult education and ROP.
* The impact of Proposition 13 on adult programs varied on the basis of districts' interpretations of the phrase "short-term

vocational education programs with high employment potential." In some cases, no adult vocational education programs were designated as such.

* Pessimism and uncertainty about next year's income level led several ROP/Cs and adult education respondents to state that their programs will go out of business entirely next year. Respondents often translated this into increased welfare, unemployment and other governmental costs as young people leave school without saleable skills and adults cannot enter or re-enter the labor market.

Indicators in Terms of Cutbacks

* Capital outlay, supplies, and conference and travel were generally the first expenditure categories to be cut or eliminated as a result of Proposition 13. Next to go were field trips and special programs and supportive services. In most instances, efforts went into saving programs and instructional staff first.
* Another approach to saving money has been to decrease the secondary day from six to five periods. This move has left students with little or no time to take electives--including vocational education. In the opinion of some respondents, this trend may eventually destroy elective programs.
* The "back to basics" movement and the current form of the Hart legislation regarding competencies for high school graduates are perceived as threats to vocational education. There is considerable concern in the field regarding the level of funds which will be committed to vocational education as secondary districts increase their emphasis on "basic subjects." In addition, there is concern that students will have neither the time nor the motivation for vocational courses when graduation requirements have reached their new level.
* In general, students have not noticed a decrease in the special and supportive services provided to them. The exception to this is the activities of vocational student organizations.
* Site respondents in all types of positions have noted that few of the cuts made this year can be sustained indefinitely.

Teachers, administrators and even board members mentioned the unfeasibility of postponing salary increases for more than a year, and numerous respondents observed that capital equipment will have to be repaired or replaced at some point if vocational education is to remain "hands on."

* The cuts made this year pose particular problems for vocational education. Its "hands on" nature is capital-intensive and supply-intensive, and its effectiveness is dependent upon keeping both equipment and instructors' knowledge current. Across-the-board cuts in capital, supplies, conference and travel, and field trips are thus viewed as having a greater impact on vocational than on academic programs.
* The adoption of fees or the assumption that fees would be charged has discouraged students from enrolling or continuing in vocational education programs. This has contributed to a decrease in overall vocational education enrollments.
* The elimination of summer session had an adverse effect on vocational education enrollments in some institutions. Students who would have taken required courses in the summer in order to enroll in vocational education (elective) courses in the fall could not do so and thus had to substitute required for vocational courses during the regular semester.
* The cancellation of ROP/C summer sessions caused some ROP/C students to enroll in community colleges for the summer. In one reported case, these students remained at the community college in the fall, thus forcing the reduction or elimination of selected ROP/C programs.
* Decreases in districts' maintenance budgets have had an adverse effect on vocational education programs and students and may pose problems with respect to safety in vocational education classrooms. In a number of districts, students have been charged with routine maintenance, including washing windows in one reported instance. The addition of these tasks during the school day has caused student dissatisfaction and has decreased the time available for learning. In addition, the curtailment of equipment repair and replacement has set up situations in

which some respondents believe that industrial accidents are likely to occur.

Indicators with Respect to the Labor Market

* Current cutbacks have thrown vocational education's relationship to the labor market into question. Many respondents reported that starting new programs is no longer possible, as is updating old ones. In time, if these freezes are continued, programs will no longer reflect the needs of changing local labor markets.
* One of the approaches to coping with decreased resources has been not to replace staff which leaves. In some instances, this policy has resulted in the elimination of entire vocational education programs or large numbers of sections. This also decreases institutions' ability to reflect the local labor market.
* Salary freezes have rendered many programs incapable of competing with industry for qualified vocational instructional staff. In addition, as instructors leave for industry, the salaries educational institutions can offer makes them unable to attract replacements. This, too, has caused programs to be eliminated and has affected institutions' ability to meet local labor market needs.

Indicators in Terms of Morale

* Morale reached an all-time low in the field this year. Contributing factors were a sense of rejection by the public, the lack of salary increases and intra-institutional conflicts caused by the need to cut back.
* The elimination of summer school created hardships for teachers and worsened morale problems. Many teachers expressed bitterness about the loss of summer income added to the absence of salary increases.
* Both teachers and administrators reported a growing unwillingness to make the "extra efforts" they had made in the past, such as working late without compensation, attending meetings or taking on added duties. In every instance, respondents attributed this

change in attitude to the fact that Proposition 13 and its aftermath had made them feel less valued, both professionally and financially.

* Pessimism and uncertainty about next year's funding have added to morale problems among all staff.
* In some institutions, students have sensed the morale problems facing teachers. Discipline problems have been noted where there were none before, and students have expressed anger and resentment about the changes in their programs, the absence of supplies and the added tasks they have been required to perform.
* Morale appears to have been least affected in institutions which involved all staff in the post-Proposition 13 planning process and which honored staff's suggestions. A model which appears to have worked particularly well was asking each department where it could cut rather than adopting across-the-board cuts (e.g., all field trips, 20% of supplies). Teachers expressed the opinion that what one program could do without might be essential to another, and vice versa.

Indicators in Terms of Planning

* Many respondents are looking to Sacramento for guidance and legislation before they begin planning for next year. This absence of contingency planning exists despite the fact that many complaints were voiced concerning the late, rushed and chaotic nature of this year's planning. Pessimism and uncertainty about next year's level of funding have also contributed to a lack of comprehensive planning--as has an expectation that institutions will once again be "bailed out" by the State.
* Considerable sentiment was expressed that "tuition is coming--in the form of fees" and that only popular courses would be maintained as a result. This eventuality would not only decrease the options available to students but also affect institutions' ability to reflect local labor markets.

INTRA-INSTITUTIONAL AGREEMENT REGARDING IMPACTS

Only two consistent differences were noted among site visit respondents with respect to the impact of Proposition 13, and these were noted in all but one case. Superintendents and board members tended to specify earlier dates when planning had begun than did other groups of respondents, and teachers' perceptions of the situation were markedly less hopeful and accepting than those of administrators.

The former finding appears to reflect the fact that management-level discussions concerning the prospect of Proposition 13 passing commenced earlier in the year than did formal or informal planning involving more participants. The second finding can be traced in virtually all instances to a sentiment among teachers that planning was done <u>for</u> them and that they were told rather than asked what changes should be made. Administrators tended to view this as a reality only insofar as teachers were generally absent during the summer; many teachers, on the other hand, were of the opinion that their exclusion was deliberate.

Actual changes in vocational education programs due to Proposition 13 elicited essentially 100% agreement within institutions, although there were instances in which respondents neglected to mention a particular impact but agreed that it had occurred at that site when it was mentioned to them. In sum, intra-institutional differences of perspective revolved around the planning <u>process</u> rather than the <u>outcomes</u> of that process.

VII. CONTACTS WITH OTHER AGENCIES

At the time this study was begun, the Employment Development Department (EDD) was publishing a monthly "Proposition 13 Fact Sheet" regarding layoffs in the public sector which resulted from the initiative's passage. This publication has since been discontinued, but layoff data continues to be collected. As of November 30, 1978, a cumulative total of 26,412 public employees had been laid off due to Proposition 13.[9] Among these were 17,590 school district employees other than teachers and 8,822 employees of all other public entities. Recalls and rehires subsequent to June of 1978 included 7,667 school district personnel and 1,657 personnel of other public agencies, thereby reducing the absolute number of layoffs as of November 30 to 17,088.

On February 5, 1979, the Department of Finance announced that total State and local payrolls had decreased by 113,000 employees following the passage of Proposition 13.[10] The total was not broken out with respect to causes (e.g., layoffs vs. resignations), but the Department's director cited it as "...the first clear signal the hiring freeze has operated to reduce the size of government.[11] Accordingly, it would appear that the 113,000 figure represents vacant positions which were not filled as well as layoffs.

EDD does not have any data currently available which would address the degree to which either the layoffs or the overall decrease in public sector employment resulting from Proposition 13 have affected labor market supply and demand or the need and demand for vocational education. According to the Department of Finance, most of those who left public employment "...one way or another have been absorbed by the private sector." However, this conclusion was based on "hidden information" in employment statistics and was not elaborated upon further.[12]

A recent examination of participant levels for the quarter preceding and the quarter following Proposition 13 by the State CETA Office concluded that "...the figures do not show any Proposition 13 impact on the CETA classroom training component." Comparisons of actual to planned participation were the same for both quarters in CETA Titles I and III.[13] "Surprisingly," a summary of that Office's findings continued, "planned to actual Public Service Employment participant levels also remained stable." The summary concluded that, "...Proposition 13 appears to have had little or no effect on these three categories of CETA training."[14]

Summary

* As of November 30, 1978, a cumulative total of 26,412 public employees had been laid off as a result of Proposition 13. Among these were 17,590 school district employees other than teachers and 8,822 employees of all other public entities.
* Total State and local payrolls decreased by 113,000 employees following the passage of Proposition 13.
* Recalls and rehires reduced the absolute number of public employee layoffs to 17,088 as of November 30, 1978.
* EDD does not currently have data regarding the degree to which either the layoffs or the overall decrease in public sector employment have affected the need and demand for vocational education.
* According to the Department of Finance, "hidden information" in employment statistics indicates that most of those who left public employment were absorbed into the private sector.
* Data maintained by the State CETA Office indicates that Proposition 13 had "little or no effect" either on that agency's classroom training component or on Public Service Employment.

FOOTNOTES

1 As defined in this study, the term "vocational education" means, "Organized educational programs and supportive services directly related to the preparation of individuals for occupations and/or additional occupational preparation, not necessarily leading to a degree. Any vocational education program shall also include the components of (1) vocational/occupational guidance and counseling; (2) staff development; and (3) student placement."

2 The term "adult education program" as used in this study refers only to those programs for adults offered by districts maintaining secondary schools. Data from responding community colleges include both credit and non-credit programs; data from responding ROP/Cs include both adult and secondary enrollments.

3 The term "level" is used herein to distinguish among the four providers of vocational education programs; districts maintaining secondary schools (referred to in this report as secondary districts for the sake of brevity); community college districts; Regional Occupational Programs and Centers (ROP/Cs); and adult education programs.

4 Although a minority of community colleges actually eliminated summer session, the Propositioin 13 impact study conducted by the California Community Colleges Chancellor's Office (CCCCO) showed that summer school course section offerings were reduced by 54% and that expected ADA decreased by approximately 49%.

5 California Advisory Council on Vocational Education: A STUDY OF THE IMPACT OF PROPOSITION 13 ON VOCATIONAL EDUCATION, Sacramento, March, 1979. (Available upon request from the Council Office.)

6 CACVE has been advised that the State Department of Education is currently working on plans to achieve this goal. The Council wishes to underscore the importance of this undertaking and to encourage the Department in its efforts.

7 Time constraints, the tendency of non-respondents to respond after having been contacted and the length and complexity of the questionnaire itself prevented complete validation of the instrument via either site visits of telephone calls. For a discussion of the validation data which were developed, please see page 25 of this report or pages 121 through 125 of the TECHNICAL REPORT.

8 Ibid.

9 Conversation with EDD representative, January, 1979.

10 SACRAMENTO BEE February 5, 1979, Page A-6.

11 Ibid.

12 Ibid.

13 Letter from John Luque, Deputy Director, California Employment and Training Advisory Office (State CETA Office), January 12, 1979.

14 Ibid.; emphasis added. According to the State CETA Director (Conversation on February 2, 1979), Proposition 13 did not directly affect California's CETA program. However, changes in the Federal CETA legislation have affected program participation.

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